

Correctional Capacity in Washington State: Status Report 2001

Edward M. Vukich

STATE OF WASHINGTON



SENTENCING GUIDELINES COMMISSION



STATE OF WASHINGTON

SENTENCING GUIDELINES COMMISSION

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January 31, 2002

The Honorable Gary Locke
Governor
State of Washington
Olympia, WA 98504-0002

Dear Governor Locke:

On behalf of the Sentencing Guidelines Commission, I am transmitting the enclosed report entitled *Correctional Capacity in Washington State: Status Report 2001*, pursuant to the legislative mandate in RCW 9.94A.040(2)(h)(ii) which requires the Commission to report regularly on the capacity of state and local juvenile and adult facilities.

The enclosed report presents current population and capacity information for the Department of Corrections, local jails, the Juvenile Rehabilitation Administration and local juvenile detention facilities. Additionally, where information was available, historical figures are given as are forecast population and anticipated capacity figures.

This report should help to promote policy discussions with the goal of gaining a greater understanding of the racial/ethnic issues related to adult felony sentencing in Washington State. I hope that you find this report useful as we continue to work together on important issues related to public safety and criminal justice.

Sincerely,

David Boerner, Chair
Sentencing Guidelines Commission



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January 31, 2002

The Honorable Sid Snyder
Majority Leader
Washington State Senate
Olympia, WA 98504-0482

The Honorable James E. West
Republican Leader
Washington State Senate
Olympia, WA 98504-0482

The Honorable Frank Chopp
Speaker of the House
Washington State House of Representatives
Olympia, WA 98504-0600

The Honorable Clyde Ballard
Minority Leader
Washington State House of Representatives
Olympia, WA 98504-0600

Gentlemen:

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Sincerely,

David Boerner, Chair
Sentencing Guidelines Commission

Correctional Capacity in Washington State: Status Report 2001

Prepared by

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A Publication of the



STATE OF WASHINGTON

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Ida Rudolph Leggett, Executive Director

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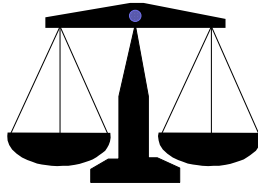
Acknowledgments

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State of Washington



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Executive Summary

This report is the Sentencing Guidelines Commission's third biennial report on correctional capacity in Washington State, as required under RCW 9.94A.040(2)(h)(ii). This report presents information regarding both the population and capacity of all four branches of correctional confinement in Washington: state prisons, local jails, Juvenile Rehabilitation Administration facilities and local juvenile detention centers.

The principal findings of this report are as follows:

- State level adult corrections facilities are operating at 108.5% of operational capacity. The correctional center at Shelton is the most crowded of state facilities.
- Local jails are operating at 109.3% of reported capacity. County jails tend to be more crowded than city jails but the Auburn city jail operates at 239.0% of capacity, the highest level in the state.
- Statewide, the Juvenile Rehabilitation Administration facilities are operating at 101.5% of staffed bed capacity. However, of the 15 facilities and programs, only three – Mission Creek Youth Camp (111.7%), Naselle Youth Camp (102.7%) and Maple Lane School (102.0%) – are operating above staffed bed capacity.
- While admissions increased 84.2% since 1990, local detention facilities appear to have adequate capacity. Local juvenile detention facilities, with the exception of Grant County, operate under capacity.



Introduction

Among the duties and responsibilities mandated under RCW 9.94A.040, the Washington State Sentencing Guidelines Commission is required to report biennially on the capacity of state and local juvenile and adult facilities in Washington State.

In Washington, juveniles and adult offenders sentenced to terms of confinement serve sentences in one of the following four branches:

- **Washington State Department of Correction** – Adult felony offenders who are sentenced to a term of confinement of more than one year, or who receive a sentence under the Drug Offender Sentencing Alternative (DOSA), are remanded to the custody of the Washington State Department of Corrections.
- **Local Jails** – Adult felony offenders who are sentenced to a term of confinement of one year or less are held in county jails. Adult misdemeanor and gross misdemeanor offenders who are sentenced to a term of confinement may be held in either city or county jails. It should be noted that while sentences to jail must be to one year or less, occasionally adult misdemeanor and gross misdemeanor offenders are sentenced to consecutive terms that total more than one year. Even under these circumstances, these offenders serve their time in jail.
- **Washington State Department of Social and Health Services, Juvenile Rehabilitation Administration** – Juveniles under the jurisdiction of juvenile court, who are adjudicated for felony offenses and receive a disposition requiring a term of confinement of more than 30 days, are committed to the custody of the Washington State Department of Social and Health Services, Juvenile Rehabilitation Administration.
- **Local Juvenile Detention Facilities** – Juveniles adjudicated for felony, misdemeanor and gross misdemeanor offenses, who are ordered to serve 30 days or less in total confinement, are housed in local juvenile detention facilities under the supervision of local authorities.

The following are some examples of categorical definitions of confinement capacity. These definitions are illustrative only:

- **Rated Capacity** refers to the number of offenders that a correctional facility can house based on standards set forth by an official body. These standards generally represent an ideal, are rarely mandatory, are often used for



voluntary accreditation and are seldom attained. Examples of these standards include those adopted by the American Correctional Association for juvenile detention facilities and adult correctional institutions and those promulgated by the Washington State Corrections Standards Board of the 1980s for local jails.

- Design Capacity refers to the number of offenders that a correctional facility was designed to house, based on the intentions of the planner or architect. It applies to the space originally designed as subsequently modified by additions and/or conversions of space.
- Core Capacity refers to the number of individuals, offenders and staff, *etc.*, that a correctional facility can accommodate while continuing to remain in compliance with applicable health, safety and environmental laws (*i.e.*, standards governing electricity and lighting, HVAC, and plumbing and sewage, *etc.*).
- Operational Capacity refers to the number of offenders that a correctional facility can house at a given time based on space, staff, existing programs and services. Operational capacity refers to additional uses which can be accomplished *without* the necessity of making improvements and additions to the infrastructure, such as sufficient square footage, food preparation facilities, plumbing, electrical and lighting, HVAC, laundry facilities, recreational facilities, and administrative offices, *etc.* The operational capacity is often the rated capacity plus:
 - Double, triple, or quadruple bunking in existing cells,
 - Beds or mattresses on floors, in recreational areas, waiting areas, and visiting rooms, *etc.*, and
 - Temporary and permanent housing add-ons.
- Emergency Capacity refers to the number of offenders that a correctional facility can house in an emergency situation, for a limited period of time.

To complicate the definition of capacity further, the Juvenile Rehabilitation Administration defines and presents the confinement capacity of their facilities in terms of staffed beds. Staffed beds are beds that are funded. Numbers of staffed beds are apt to change frequently, as opposed to rated capacity which will generally only change via renovation or new construction. The Juvenile Rehabilitation Administration continuously adjusts its capacity (staffed beds) to meet demand of increasing and decreasing populations through the use of intermittent employees. The intermittent employees are called in as needed to adequately supervise the number of beds required to meet the population.



State-Level Adult – Department of Corrections

From 1925 to 1975, Washington's prison population remained relatively stable, growing at a rate that paralleled the state's population. With the enactment of the Sentencing Reform Act (SRA) in 1981, and continuing into 1988, the prison population declined due to the SRA's emphasis on confining violent offenders and initiation of the use of alternatives for the non-violent. Beginning in 1988, the prison population increased very rapidly due to the imposition of longer sentences for violent offenders, increased incarceration of drug offenders and various other "get tough on crime" legislative acts. From 1990 through 2000, the state's prison inmate population nearly doubled, increasing from 7,470 in 1990 to 14,716 in 2000, an average annual increase of 659 offenders.

Recent changes in sentencing practices, particularly in DOSA eligibility, caused a sudden rise in the prison population in 2001. By the end of FY01, the prison population reached 15,307, and is expected to reach 16,762 by FY06, a 124.4% increase over 1990.

Prison capacity measures are complex, and "capacity" changes as facilities are opened, remodeled or otherwise modified. Although subject to change, the most recent prison capacity information is summarized in the following table and figures. As can be seen in Table 1, prisons operated at 108.5% of operational capacity in FY01. By FY06, the percentage of capacity used is estimated to be at 111.2%

During FY01, the Washington Corrections Center – Reception Center (Shelton) was the most severely crowded of the eight major institutions, with an average percentage of capacity used of 135.5%. McNeil Island was the least crowded institution with an average percentage of capacity used of 92.7%. Of the five minor institutions, Coyote Ridge was the most crowded, with an average percentage of capacity used of 127.0%, while Ahtanum View (Yakima) was the least, averaging 97.5% used of capacity. The number of offenders housed at the Work Ethic Camp was dramatically lower in FY01 at 60% of operational capacity, than in FY00 at 118.6% operational capacity. This is due to increased use of DOSA.

Year-end population figures are used to match the data on which the Adult Inmate Forecast is based.¹

¹ The Department of Corrections (DOC) and the Caseload Forecast Council provided information on the state prison population. For a complete description of prison facilities, please see the DOC's website at www.wa.gov.





Table 1

Washington State Department of Corrections Year-End Inmate Population & Operational Capacity Fiscal Years 1990 Through 2006

	Fiscal Year																
	Historical Trend												Forecast Population & Anticipated Capacity				
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
POP	7,470	8,788	9,930	10,302	10,641	11,402	12,065	12,735	13,850	14,546	14,716	15,307	15,528	15,871	16,176	16,511	16,762
Δ FY90	NA	1,318	2,460	2,832	3,171	3,932	4,595	5,265	6,380	7,076	7,246	7,837	8,058	8,401	8,706	9,041	9,292
% Δ FY90	NA	17.6%	32.9%	37.9%	42.4%	52.6%	61.5%	70.5%	85.4%	94.7%	97.0%	104.9%	107.9%	112.5%	116.5%	121.0%	124.4%
CAP	7,388	7,410	8,337	9,522	10,108	10,890	11,166	11,683	12,710	12,776	13,433	14,113	14,815	14,863	15,012	15,069	15,069
Δ FY90	NA	22	949	2,134	2,720	3,502	3,778	4,295	5,322	5,388	6,045	6,725	7,427	7,475	7,624	7,681	7,681
% Δ FY90	NA	0.3%	12.8%	28.9%	36.8%	47.4%	51.1%	58.1%	72.0%	72.9%	81.8%	91.0%	100.5%	101.2%	103.2%	104.0%	104.0%
GAP	82	1,378	1,593	780	533	512	899	1,052	1,140	1,770	1,283	1,194	713	1,008	1,164	1,442	1,693
USE	101.1%	118.6%	119.1%	108.2%	105.3%	104.7%	108.1%	109.0%	109.0%	113.9%	109.6%	108.5%	104.8%	106.8%	107.8%	109.6%	111.2%

Historical inmate population figures are based on those published by the Washington State Department of Corrections, adjusted and provided by the Caseload Forecast Council.

Historical operational capacity figures were provided by the Washington State Department of Corrections, Planning and Research Section.

Forecast inmate population figures are based on the Caseload Forecast Council's November 2001 Adult Inmate Population Forecast.

Anticipated operational capacity figures were provided by the Washington State Department of Corrections, Office of Correctional Operations.

POP = Department of Corrections Year-End Inmate Population

CAP = Department of Corrections Operational Capacity

GAP = Difference Between Year-End Inmate Population and Operational Capacity

USE = Percentage of Operational Capacity Used

Δ FY90 = Change Since Fiscal Year 1990

% Δ FY90 = Percentage Change Since Fiscal Year 1990



Figure 1
Washington State Department of Corrections
Year-End Inmate Population & Operational Capacity
Fiscal Years 1990 Through 2006

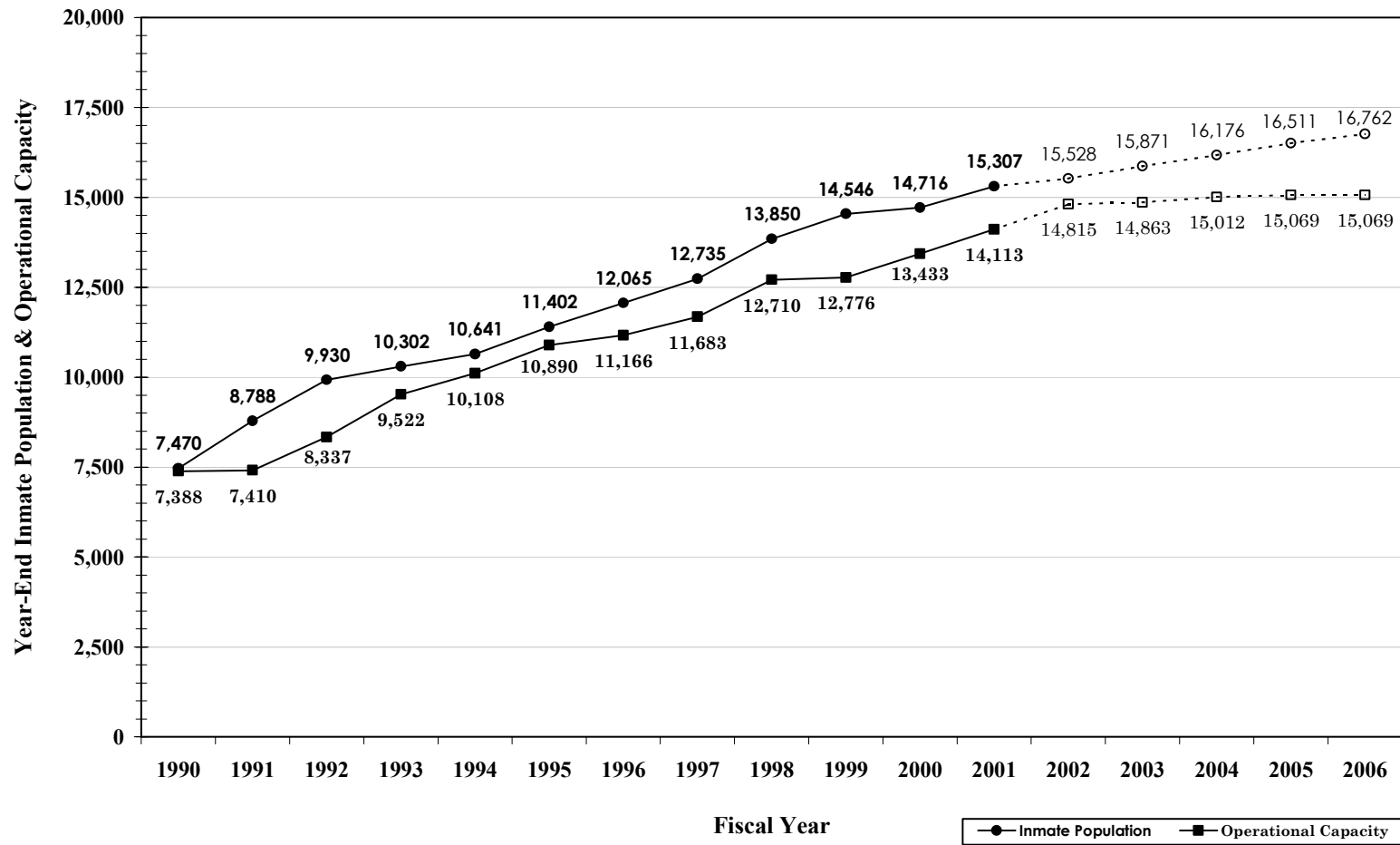


Figure 2
Washington State Department of Corrections
Year-End Population & Capacity Change From Fiscal Year 1990
Fiscal Years 1991 Through 2006

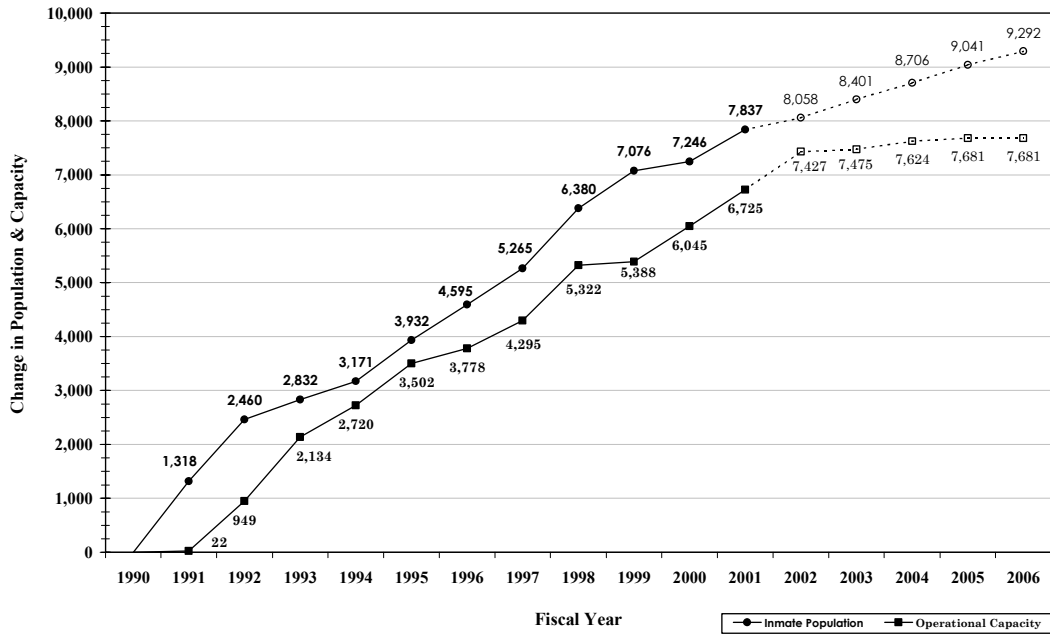


Figure 3
Washington State Department of Corrections
Year-End Population & Capacity Percentage Change From Fiscal Year 1990
Fiscal Years 1990 Through 2006

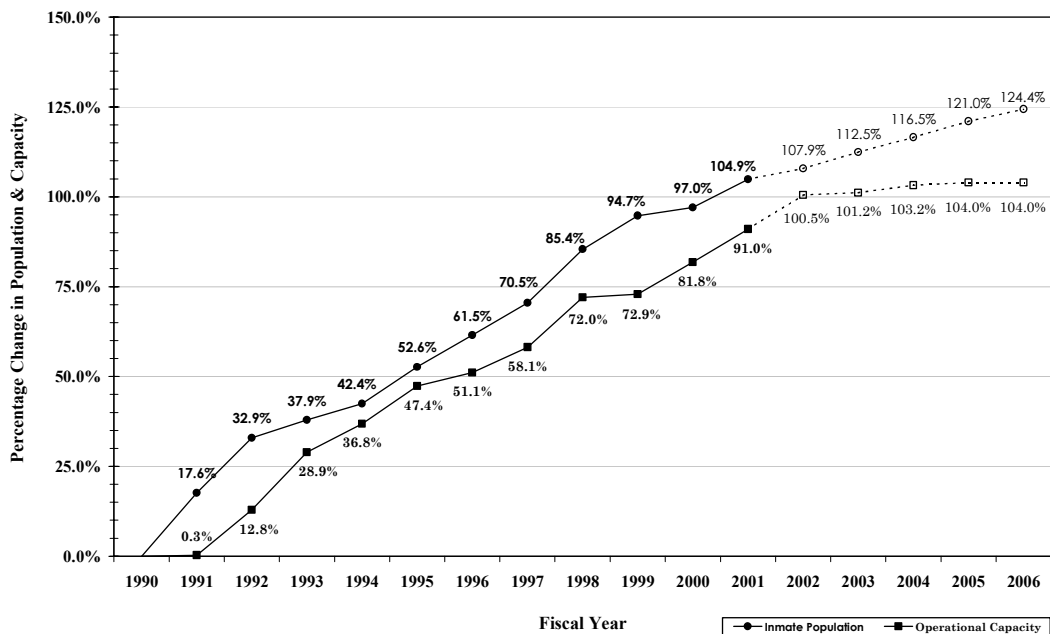
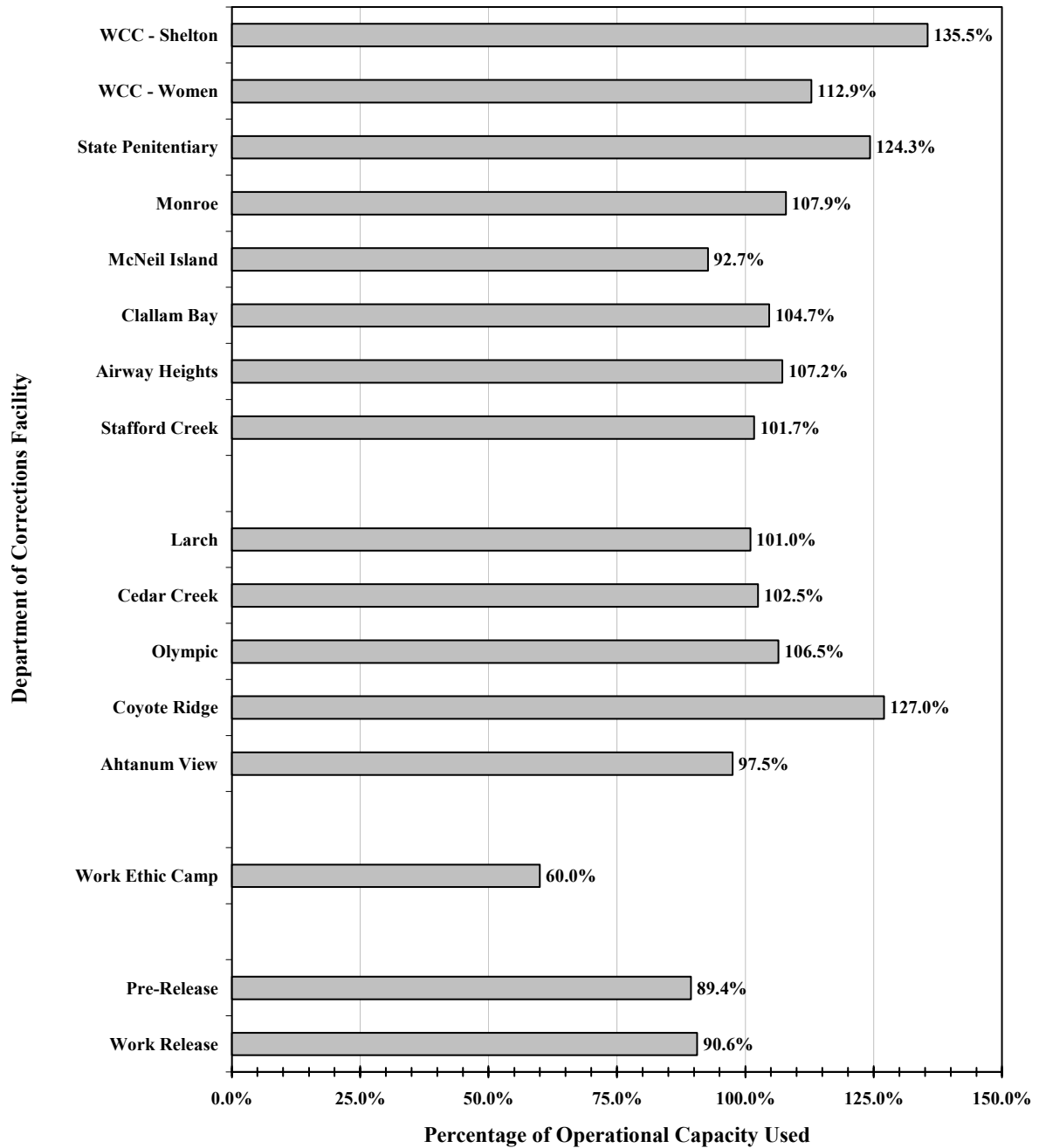


Figure 4
Washington State Department of Corrections
Percentage of Operational Capacity Used
Year-End for Fiscal Year 2001



Local-Level Adult – City and County Jails

The average daily inmate population in local jails at the end of calendar year 2000 was 10,974 while the reported capacity was 10,041; the average percentage of reported capacity used was 109.3%, down by 0.3% from 1999. Of the 36 county jails reporting capacity, only 12 were using less than 100% of reported capacity. Grant County jail is the most crowded, using 231.1% of reported capacity, while Ferry County jail is the least, using only 62.7% of reported capacity. Because of crowding, many jails impose some type of booking restrictions and some jails reported inmates sleeping on the floors of the facility.² Of the 19 city jails reporting, 12 operated at less than 100% of reported capacity. The most crowded city jail was Auburn, with an average percentage of reported capacity used of 239.0%. The most current information on local jail capacity is presented in the following table and figures.³

Information on city and county jails was provided by the Washington Association of Sheriffs and Police Chiefs (WASPC). Individual facilities in Chelan, Jefferson and Whatcom Counties, as well as the cities of Issaquah and Renton, did not report for the entire year. City jails not reporting to WASPC are excluded from this report.

² Vukich, Edward M., and Karen Daniels. *City and County Jails in the State of Washington: The Washington State Master Capacity Plan Snapshot Report*. Olympia, WA: Washington Association of Sheriffs and Police Chiefs, Washington State Department of Corrections, Washington State Sentencing Guidelines Commission, 2000.

³ Information on city and county jails was provided by the Washington Association of Sheriffs and Police Chiefs (WASPC). Jails not reporting to WASPC are excluded from this report and include Chelan, Jefferson and Whatcom Counties, as well as the cities of Issaquah and Renton.





Table 2
Local Jails in Washington State
Average Daily Population & Reported Capacity
Calendar Years 1990 Through 2000

	Calendar Year										
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
POP	6,528	6,647	7,121	7,394	7,956	8,954	8,736	9,798	10,518	10,705	10,974
Δ CY90	NA	119	593	866	1,428	2,426	2,208	3,270	3,990	4,177	4,446
% Δ CY90	NA	1.8%	9.1%	13.3%	21.9%	37.2%	33.8%	50.1%	61.1%	64.0%	68.1%
CAP	6,379	6,439	6,782	6,960	7,348	7,765	8,397	9,680	9,905	9,770	10,041
Δ CY90	NA	60	403	581	969	1,386	2,018	3,301	3,526	3,391	3,662
% Δ CY90	NA	0.9%	6.3%	9.1%	15.2%	21.7%	31.6%	51.7%	55.3%	53.2%	57.4%
GAP	149	208	339	434	608	1,189	339	118	613	935	933
USE	102.3%	103.2%	105.0%	106.2%	108.3%	115.3%	104.0%	101.2%	106.2%	109.6%	109.3%

Average daily population and reported capacity figures are provided by the Washington Association of Sheriffs and Police Chiefs.
Reported capacity is rated capacity as defined by each individual jurisdiction and is, therefore, not necessarily consistent among the jurisdictions.
Average daily population and reported capacity figures may not be completely accurate due to incomplete reporting.
POP = Local Jail Average Daily Population
CAP = Local Jail Reported Capacity
GAP = Difference Between Average Daily Population and Reported Capacity
USE = Percentage of Reported Capacity Used
Δ CY90 = Change Since Calendar Year 1990
% Δ CY90 = Percentage Change Since Calendar Year 1990



Figure 5
Local Jails in Washington State
Average Daily Population & Reported Capacity
Calendar Years 1990 Through 2000

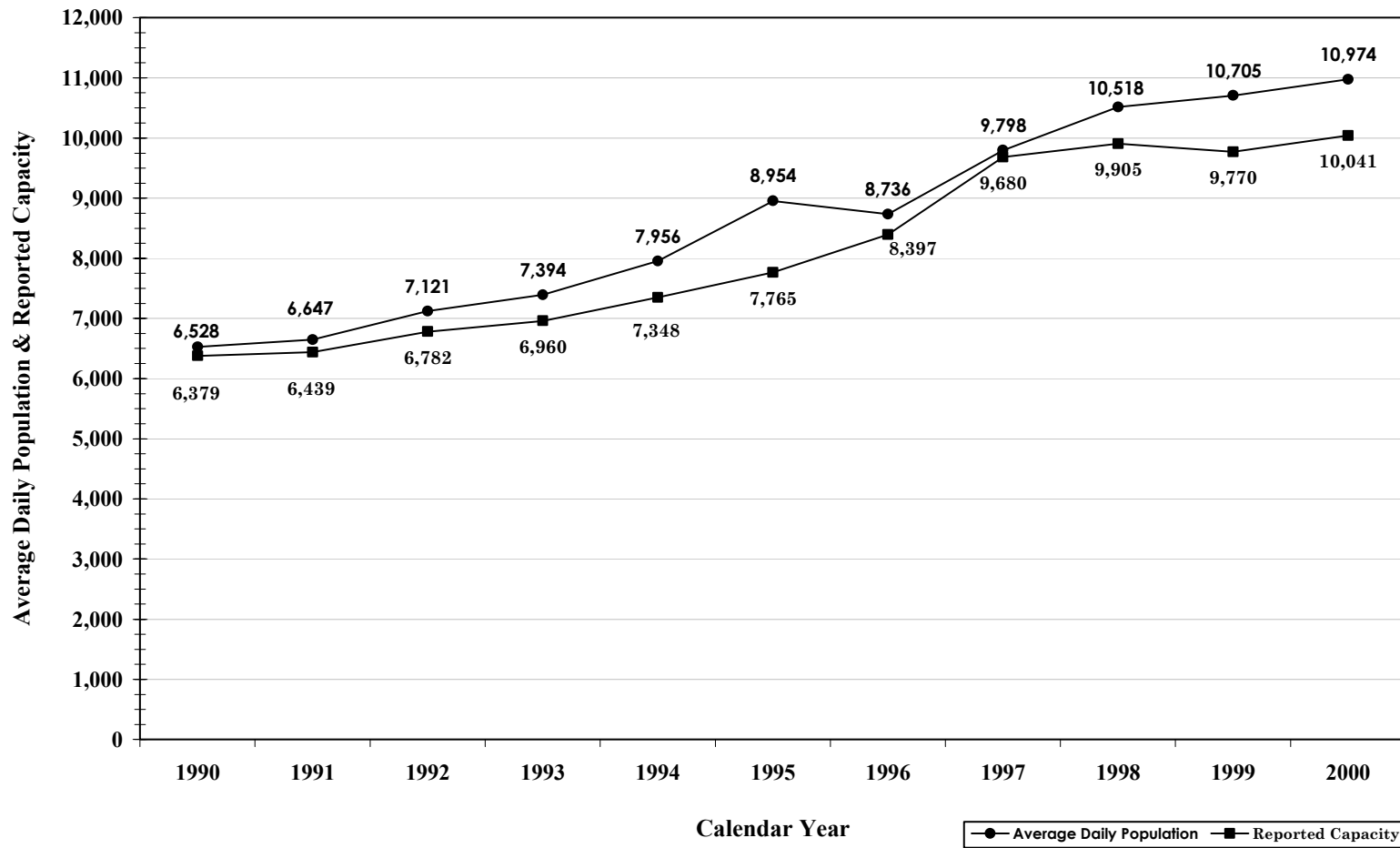


Figure 6
County Jail Facilities
Percentage of Reported Capacity Used
Average for Calendar Year 2000

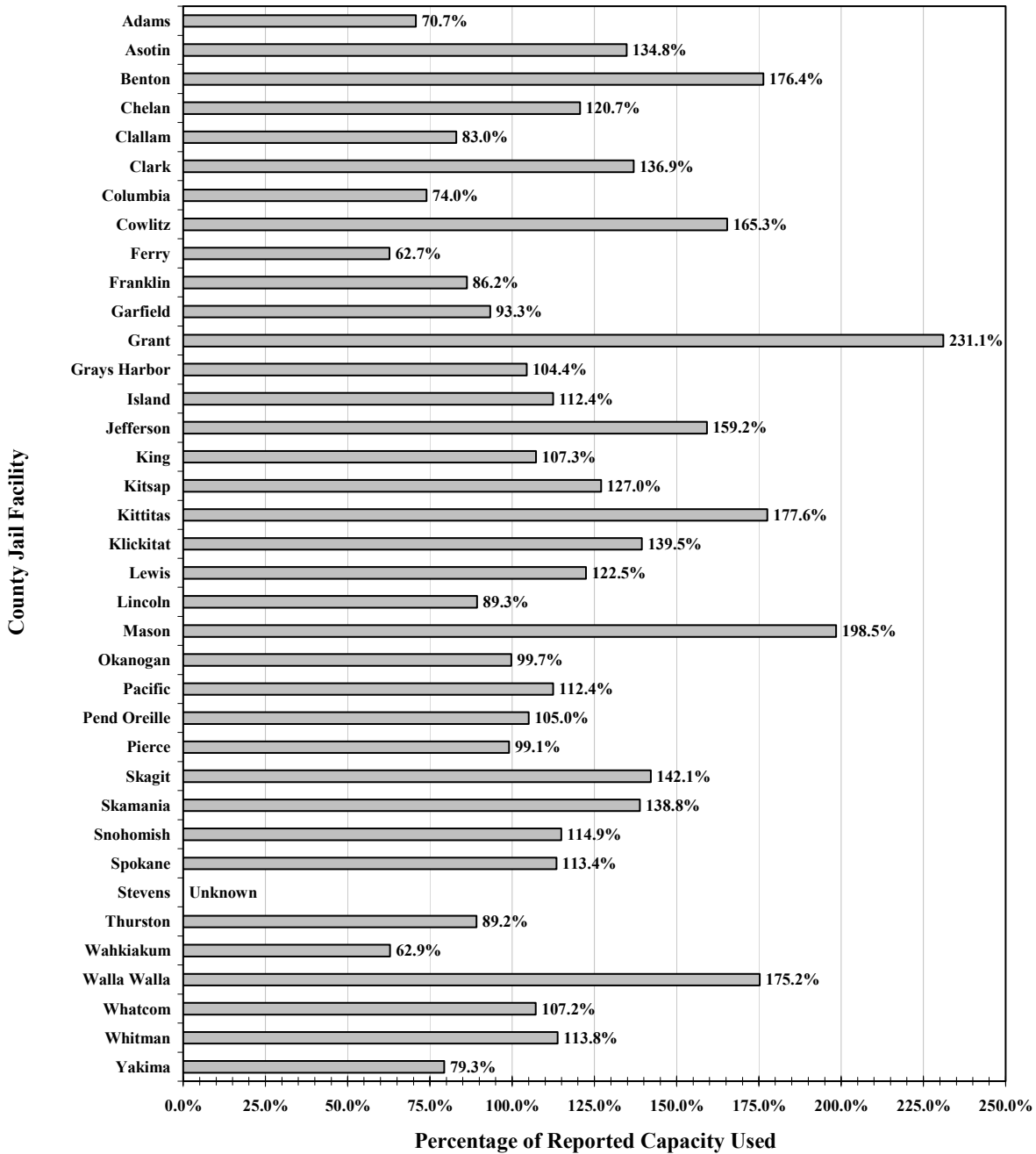
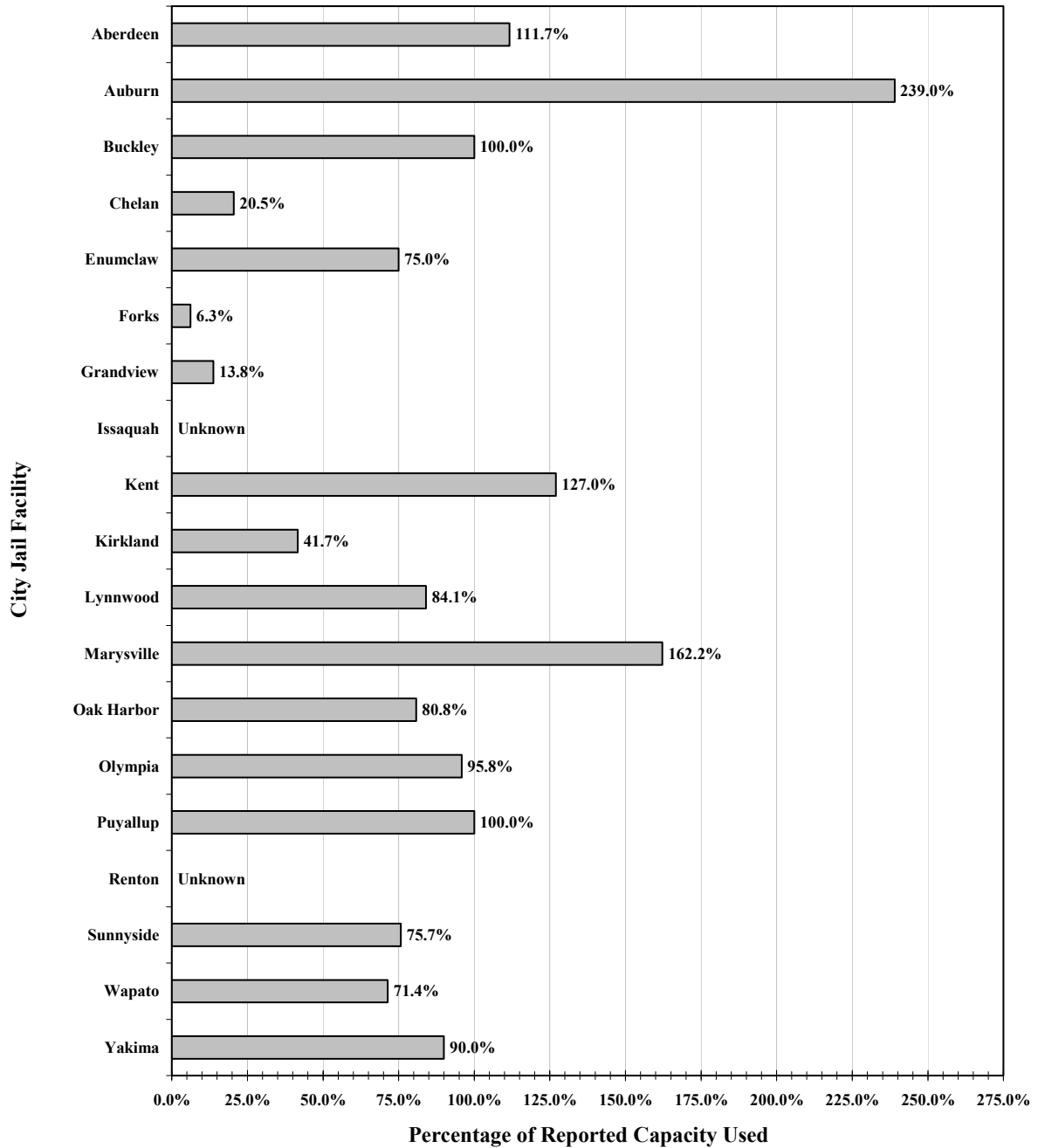


Figure 7
City Jail Facilities
Percentage of Reported Capacity Used
Average for Calendar Year 2000



State-Level Juvenile – Juvenile Rehabilitation Administration

The Juvenile Rehabilitation Administration reported an average daily population of approximately 1,142 for FY01, while the Administration's number of staffed beds was 1,125. This resulted in an average percentage of total staffed beds used of 101.5%. The average percentage of staffed beds to population is projected to be at 100% for FY02 through FY06.⁴

During FY01, Mission Creek Youth Camp was the most crowded of the Administration's institutions, with an average percentage of staffed beds used of 111.7%. Camp Outlook (Basic Training Camp) was the least crowded institution with an average percentage of staffed beds used of 73.7%. None of the group homes, on average, experienced crowding during FY01; the percentages of staffed beds used ranged from a low of 75.0% to a high of 93.8%.

The contracted beds under the Community Commitment Program operated under capacity at 93.9%, as did the private facilities under Community Residential Treatment, which operated at 87.8%.

⁴ The information for the following table and figures was provided by the Juvenile Rehabilitation Administration and the Caseload Forecast Council. Average daily population figures were used to match the data on which the Juvenile Rehabilitation Administration Forecast is based.



**Table 3**

Washington State Department of Social and Health Services, Juvenile Rehabilitation Administration
Average Daily In Residence Population & Staffed Beds Capacity
Fiscal Years 1990 Through 2006

	Fiscal Year																
	Historical Trend												Forecast Population & Anticipated Capacity				
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
POP	826	908	973	1,065	1,168	1,338	1,369	1,388	1,272	1,222	1,191	1,142	1,117	1,111	1,124	1,139	1,158
Δ FY90	NA	82	147	239	342	512	543	563	446	396	365	316	291	285	298	313	332
% Δ FY90	NA	10.0%	17.8%	29.0%	41.4%	62.0%	65.8%	68.1%	54.0%	47.9%	44.2%	38.3%	35.3%	34.5%	36.1%	37.9%	40.2%
CAP	798	827	932	957	1,084	1,189	1,317	1,348	1,295	1,252	1,212	1,125	1,117	1,111	1,124	1,139	1,158
Δ FY90	NA	29	134	159	286	391	519	550	497	454	414	327	319	313	326	341	360
% Δ FY90	NA	3.6%	16.8%	19.9%	35.8%	49.0%	65.0%	68.9%	62.3%	56.9%	51.9%	41.0%	40.0%	39.2%	40.9%	42.7%	45.1%
GAP	28	81	41	108	84	149	52	40	-23	-30	-21	17	0	0	0	0	0
USE	103.5%	109.8%	104.4%	111.3%	107.7%	112.5%	104.0%	103.0%	98.2%	97.6%	98.3%	101.5%	100.0%	100.0%	100.0%	100.0%	100.0%

Historical average daily population figures are based on those published by the Washington State Department of Social and Health Services, adjusted and provided by the Caseload Forecast Council.

Historical staffed bed figures were provided by the Washington State Department of Social and Health Services, Juvenile Rehabilitation Administration.

Forecast average daily population figures are based on the Caseload Forecast Council's November 2001 Juvenile Rehabilitation Administration Forecast.

Anticipated staffed bed figures were provided by the Department of Social and Health Services, Juvenile Rehabilitation Administration.

ADP = Juvenile Rehabilitation Administration Average Daily In Residence Population

CAP = Juvenile Rehabilitation Administration Staff Beds

GAP = Difference Between Average Daily Population and Staffed Beds

USE = Percentage of Staffed Beds Used

Δ FY90 = Change Since Fiscal Year 1990

% Δ FY90 = Percentage Change Since Fiscal Year 1990

Figure 8
Juvenile Rehabilitation Administration
Year-End Inmate Population & Beds
Fiscal Years 1990 Through 2006

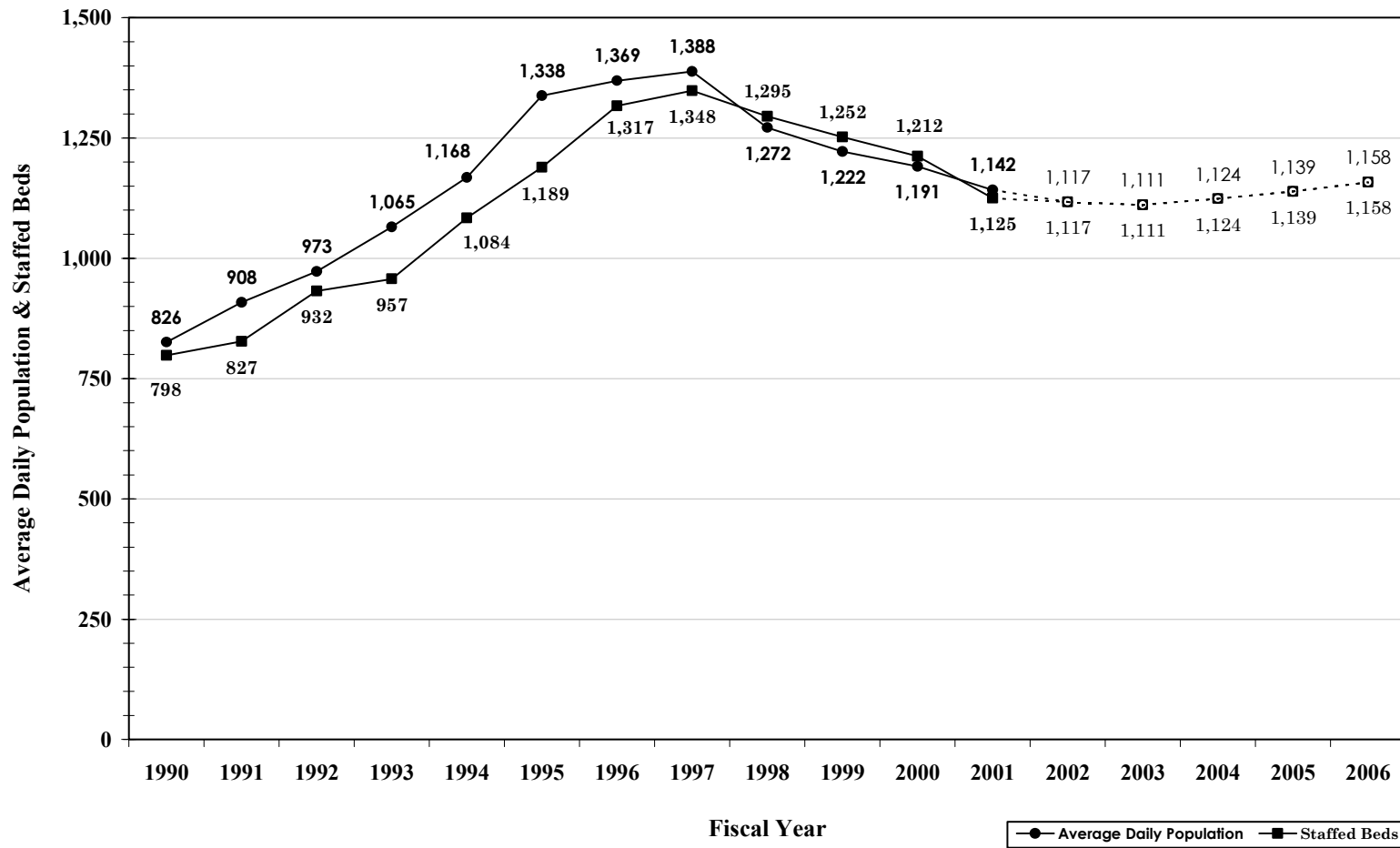


Figure 9
Juvenile Rehabilitation Administration
Year-End Population & Capacity Change From Fiscal Year 1990
Fiscal Years 1991 Through 2006

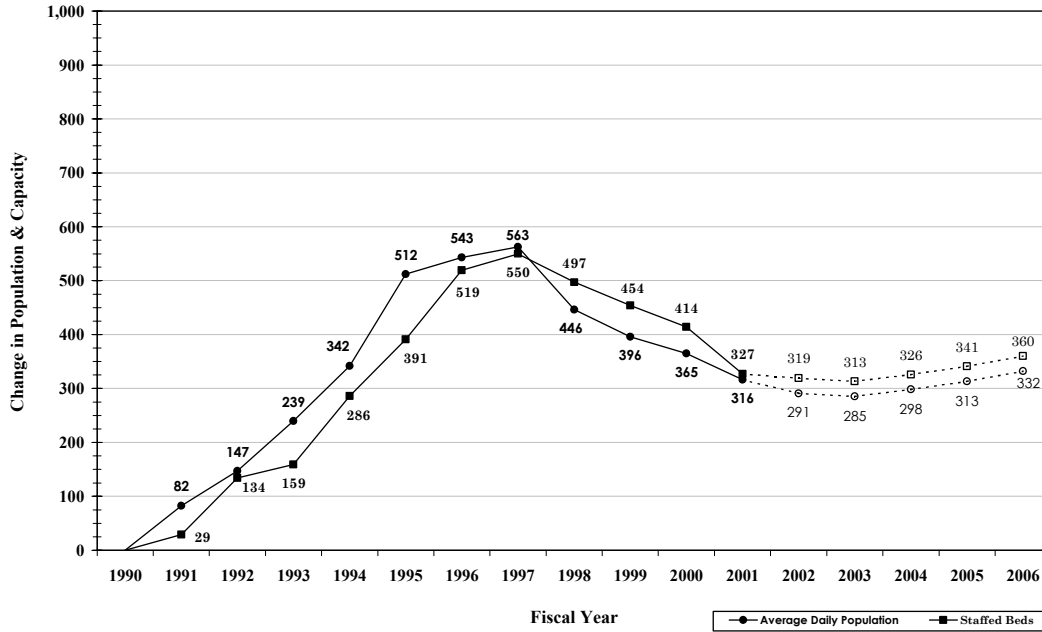


Figure 10
Juvenile Rehabilitation Administration
Year-End Population & Capacity Percentage Change From Fiscal Year 1990
Fiscal Years 1990 Through 2006

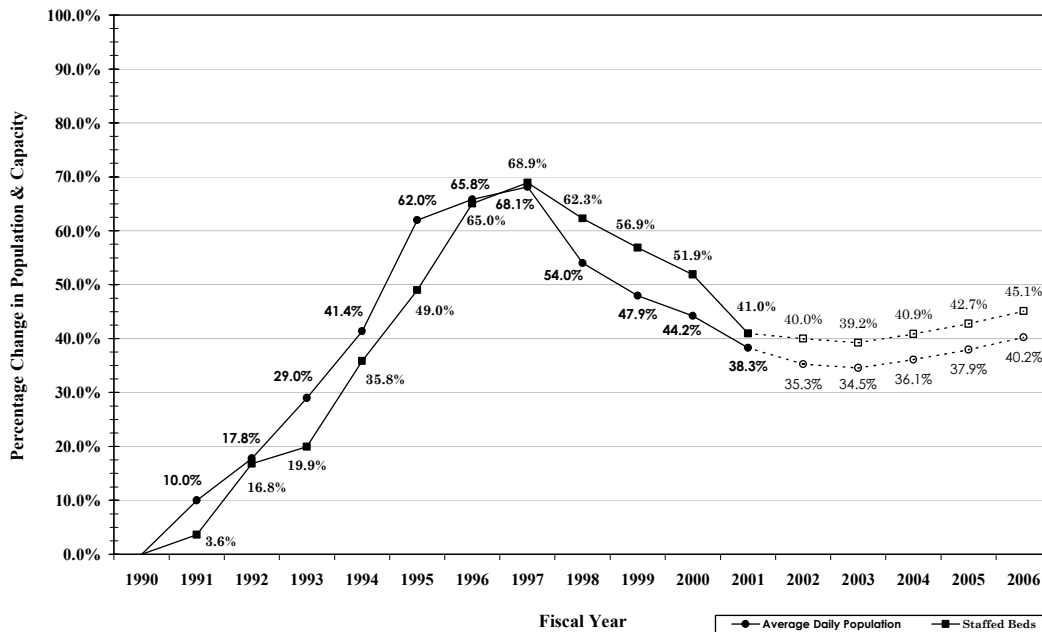
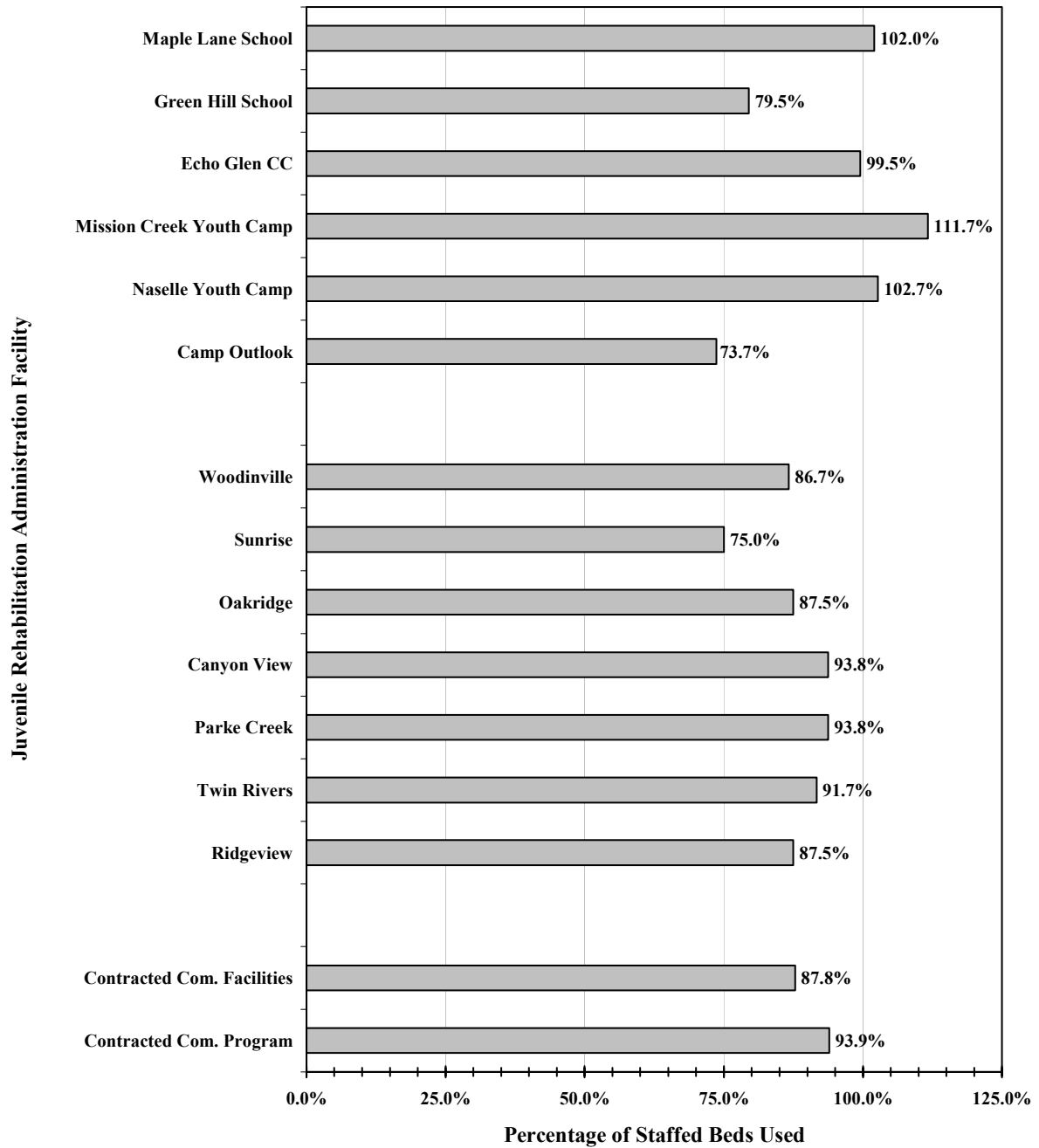


Figure 11
Juvenile Rehabilitation Administration
Percentage of Staffed Beds Used
Average for Fiscal Year 2001



Local-Level Juvenile – Local Juvenile Detention Facilities

Information for this section of the report was provided by the Governor’s Juvenile Justice Advisory Committee and obtained through a survey conducted by the Sentencing Guidelines Commission (SGC). Unfortunately, historical average daily population and capacity figures are not available for local juvenile detention facilities. The survey information reported to the SGC resulted in a total average daily population of 745.6, while the total operational capacity was 1,016. This yielded an overall usage of 73.4%. These figures excluded Clark and Pierce Counties.

Table 4 shows the historical data for admissions to local juvenile detention facilities, which have steadily increased every year since 1991. Of the 19 local detention facilities that reported capacity, only one was operating at over 100% (Grant 127.8%). The least crowded facility was Kitsap, with an average capacity used of 38.5%.



Table 4
Local Juvenile Detention Facilities in Washington State
Juvenile Admissions to Local Juvenile Detention Facilities
Calendar Years 1990 Through 2000

	Calendar Year										
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
ADM	18,662	18,375	19,303	21,822	23,434	25,329	28,870	30,981	34,667	33,548	34,382
Δ CY90	NA	-287	641	3,160	4,772	6,667	10,208	12,319	16,005	14,886	15,720
% Δ CY90	NA	-1.5%	3.4%	16.9%	25.6%	35.7%	54.7%	66.0%	85.8%	79.8%	84.2%

The figures in this table are provided by the Governor's Juvenile Justice Advisory Committee.

ADM = Juvenile Admissions to Local Juvenile Detention Facilities

Δ CY90 = Change Since Calendar Year 1990

% Δ CY90 = Percentage Change Since Calendar Year 1990

Figure 12
Local Juvenile Detention Facilities in Washington State
Juvenile Admissions to Local Juvenile Detention Facilities
Calendar Years 1990 Through 2000

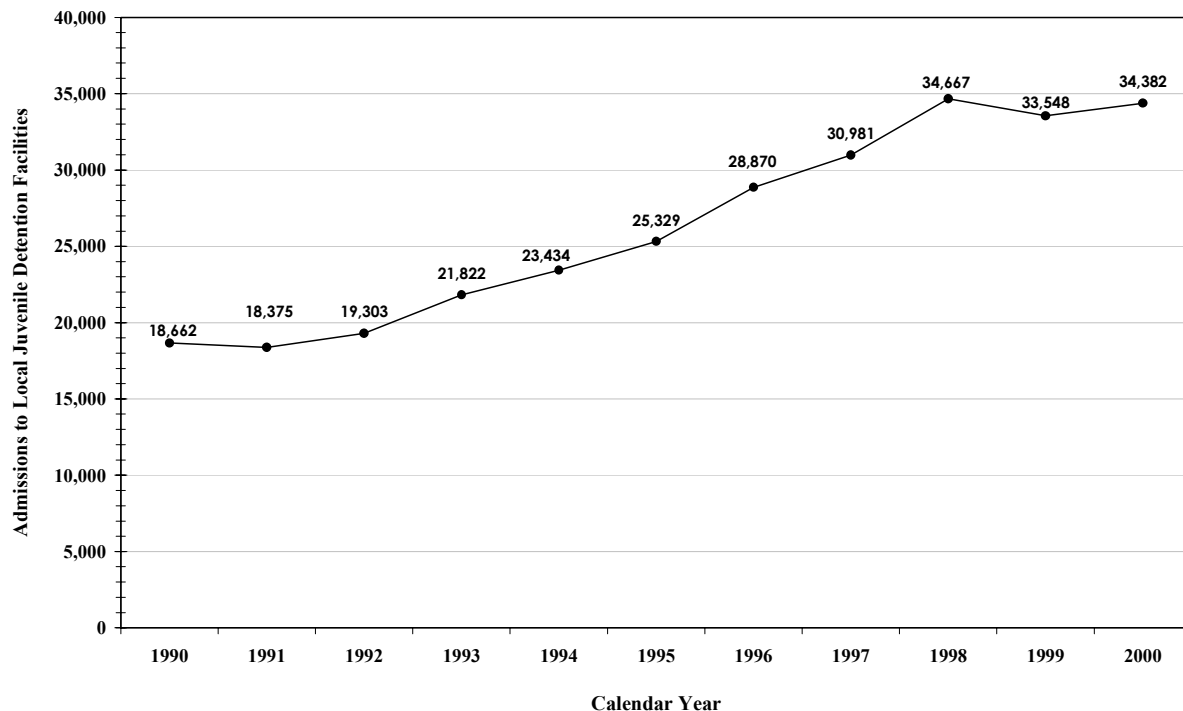
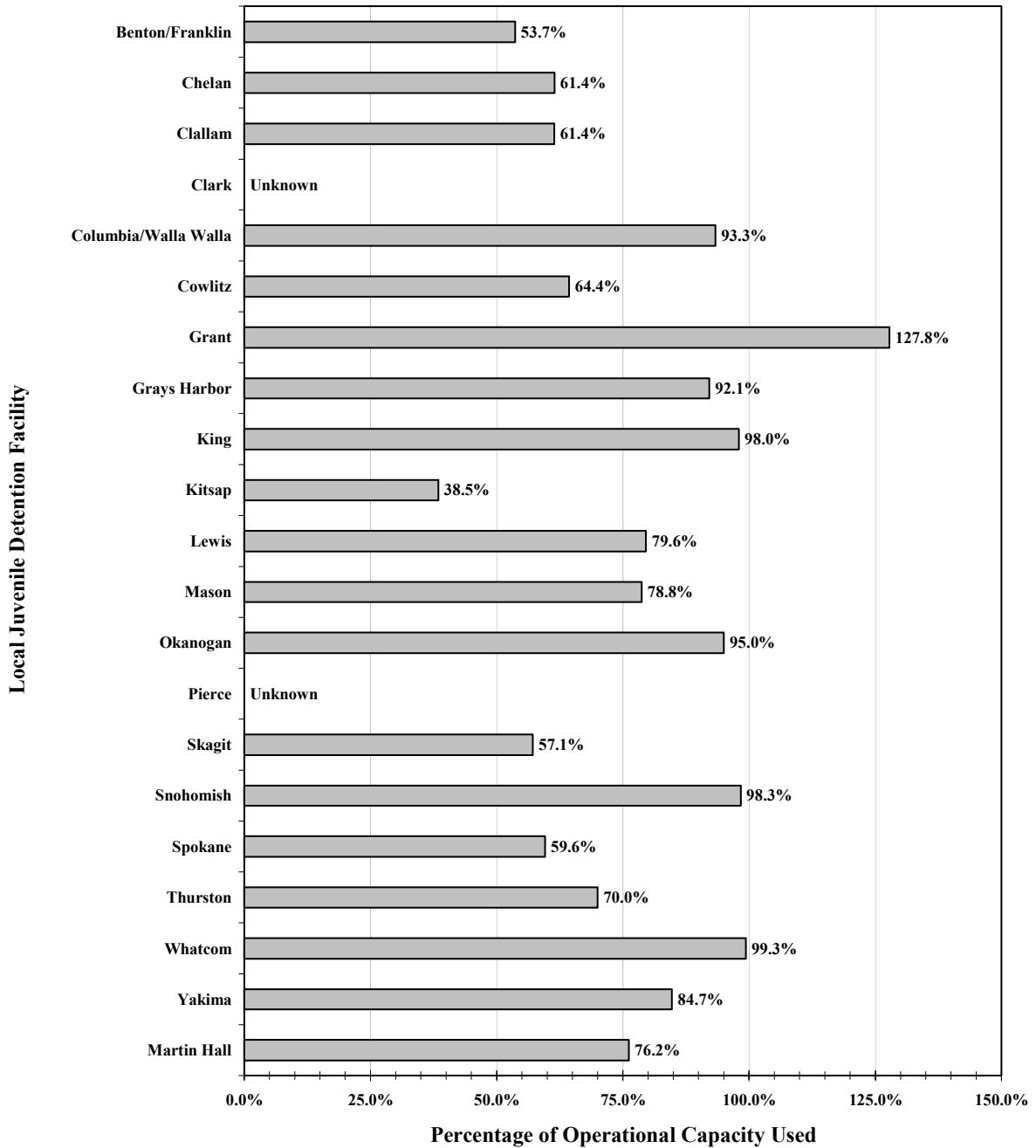


Figure 13
Local Juvenile Detention Facilities
Percentage of Operational Capacity Used
Average for Calendar Year 2000



Conclusions

Local jails and state correctional institutions for adults are crowded. A variety of factors contribute to this crowding, several of which are addressed in the Sentencing Guidelines Commission's recent report, *A Comprehensive Review and Evaluation of Sentencing Policy in Washington State: 2000 – 2001*. That report recommended sentencing policies that could relieve present conditions.

The Juvenile Rehabilitation Administration is operating very close to capacity, with only three facilities – Maple Lane School, Mission Creek Youth Camp and Naselle Youth Camp – over capacity. This is similar to the situation that was reported in 2000,⁵ and reflects the Administration's flexibility in adjusting its capacity to meet its population needs.

Local juvenile detention facilities, with one exception, are operating under capacity. The figures for local juvenile detention facilities do not reflect the historical populations, and it is recommended that historical average daily population and operational capacity figures be compiled and updated yearly.

⁵ Vukich, Edward M. *State Confinement Facilities: Population and Capacity in the Department of Corrections and the Juvenile Rehabilitation Administration*. Olympia, WA: State of Washington Sentencing Guidelines Commission, 2000.



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